DOCUMENT RESUME

ED 152 824 PS 009 847

TITLE Establishing a Family Day Care Agency: Training for Child Care Project.
INSTITUTION Southern Regional Education Board, Atlanta, Ga.
PUB DATE 78
NOTE 32p.

EDRS PRICE MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS *Administrative Agencies; *Agency Role; Day Care Programs; Day Care Services; *Early Childhood Education; *Family Day Care; Organizational Development; *Program Descriptions; Staff Role

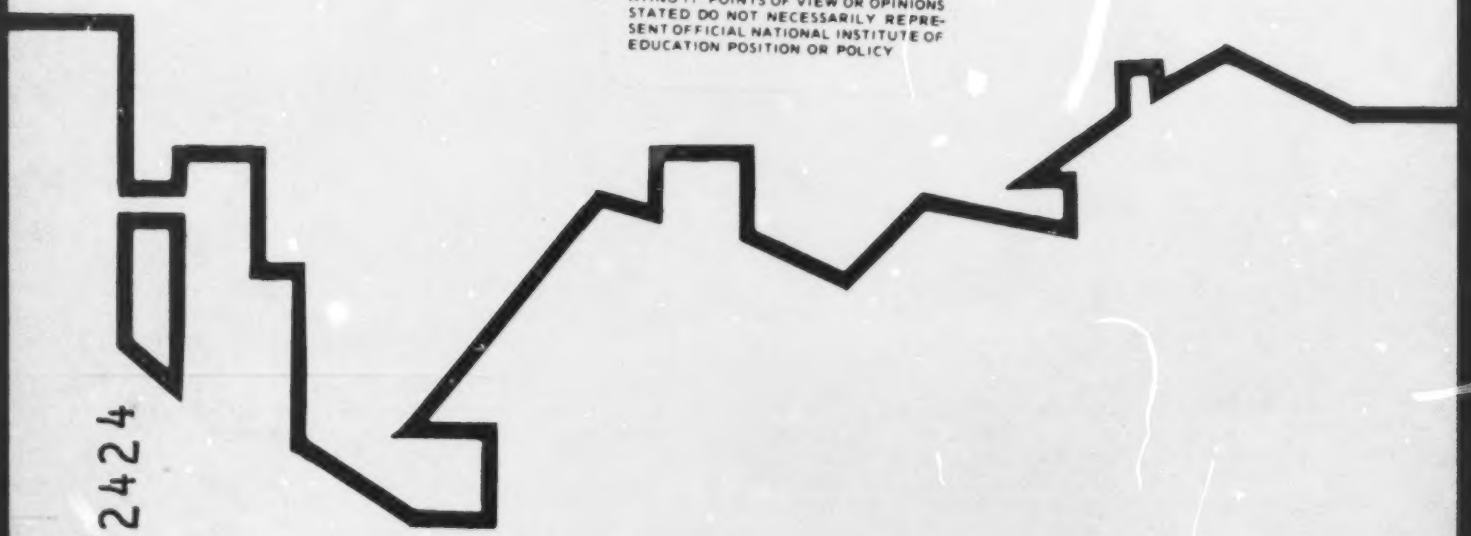
ABSTRACT

This booklet was designed to aid persons interested in the mechanics of starting a family day care agency by describing eight agencies currently operating in the South. A family day care agency is an organization which assumes responsibility for administering and operating several family day care homes. Generally, the agency is responsible for establishment of policy, recruitment, and screening of day care homes, and ongoing training and supervision. In most cases an agency is also responsible for recruitment of children, payment of caregivers, providing information and referral for parents seeking placement for their children, and furnishing social services to parents. The program descriptions in this booklet focus on the following program aspects: (1) history and development of the organization; (2) description of the ongoing operation; (3) role of the staff; (4) role of the family day care provider; (5) program accomplishments and (6) program concerns. Brief discussions of family day care licensing and family day care associations are also included in the introduction. (JMB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY



ED152424

ESTABLISHING A FAMILY DAY CARE AGENCY

TRAINING FOR CHILD CARE PROJECT

PS 009847

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Southern Regional Education Board

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

Southern Regional Education Board
130 Sixth Street, N.W.
Atlanta, Georgia 30313
1978

Preface

The Southern Regional Education Board (SREB)* through its Commission on Mental Health and Human Services first became involved in day care when it coordinated and evaluated the Southeastern Day Care Project from 1970 to 1973. The purpose of that project was to conduct demonstration programs in each of the eight states in HEW Region IV that provided the state agencies with experience in delivering day care services. The primary focus was on day care centers, but in some of the states attention was also given to family day care. Family day care was found to be a very desirable option—both in expanding the scope of delivery systems and in meeting the needs of families and children.

During the project period, there were two invitational meetings on family day care which produced several short publications reporting some of the findings.

In 1976, the Southern Regional Education Board received funding from the Carnegie Corporation for a project to improve training for child care in the South in three content areas. One of these was training for family day care. In 1977, an additional grant from the Levi Strauss Foundation greatly increased the staff's capability to work in the area of family day care.

It has been the policy to report experiences and insights as the project went along—rather than waiting to include them in a final publication. This publication is one of a series that will be distributed to those who are interested in the development and improvement of family day care.

Nancy E. Travis, Director
Training for Child Care Project

Joe Perreault, Associate Director
Training for Child Care Project

*SREB is an interstate compact devoted primarily to advancing higher education in the 14 Southern states: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

Table of Contents

	Page
INTRODUCTION	1
A RURAL COMMUNITY WITH INDUSTRY SUPPORT Blue Ridge Child Development, Inc., Fannin County, Georgia	3
VOLUNTEER LEADERSHIP AND A SHOESTRING BUDGET Licking Valley Child Care Organization, Rowan County, Kentucky	6
FAMILY DAY CARE IN A COMPREHENSIVE CHILD CARE AGENCY United Day Care Services, Greensboro, North Carolina	9
COORDINATION BY A STATE WORK INCENTIVE AGENCY Coastal Plains Family Day Care Project, Savannah, Georgia	13
DAY CARE AND PUBLIC KINDERGARTEN COMBINED The Family Day Care Home Satellite Project Pickens County, South Carolina	16
FAMILY SUPPORT THROUGH COOPERATION OF VOLUNTEERS, PROFESSIONALS AND FAMILY DAY CARE PROVIDERS Project Playpen, Pinellas County, Florida	18
WOMEN HELPING OTHER WOMEN YWCA Family Day Home System, Corpus Christi, Texas	21
A TRAINING RESOURCE AND A SEARCH FOR QUALITY The Donner-Belmont Child Care Program, Nashville, Tennessee	24
LIST OF AGENCIES AND CONTACT PERSONS	28

Introduction

Family day care is a child care arrangement in which up to six children are cared for in the home of a caregiver (preschool children of the caregiver are counted in the number of children being served). Family day care serves many more children than day care centers. It is estimated that as many as 80 percent of those children in child care are in family day care settings. It used to be thought by some day care leaders that family day care was a second choice of parents who were unable to locate a day care center. However, it is now apparent that family day care has its own unique qualities and is often preferred by parents.

Some family day care providers are willing to serve children of all ages, from infants through school age, thus making it a one-stop child care arrangement, often close to home. In other cases, the provider will take children in the evening, all night, or on weekends, and this meets the needs of parents who have non-traditional work schedules. In many communities family day care is the primary, and sometimes the only, child care arrangement which serves infants and toddlers.

A common concern about family day care is that the quality is uneven. Some of it is excellent; some of it is poor and even harmful to children. Licensing has been relatively effective in assuring that day care centers present at least a safe, healthy, non-abusive environment and, in fact, has influenced most centers to become a force for positive child development. However, licensing has been less effective with family day care. The sheer number of family day care homes in this country, the small number of licensing staff, and the reluctance of the legislatures to regulate how citizens should use their own homes, have led to a situation where perhaps 80 percent of all family day care remains unlicensed. Several states have begun experiments with an alternative approach to licensing, called "registration," which promises to greatly increase the number of family day care homes identified by licensing agencies. However, even if the experiments are successful, registration will probably take several years before it is fully implemented.

It is now apparent that family day care has its own unique qualities and is often preferred by parents.

A second alternative to promoting quality in family day care is to encourage the gathering of family day care providers into groups. One promising approach is the development of *family day care associations*, community-wide organizations of providers. Associations are useful for the sharing of skills and information, establishing a sense of professionalism, and recognizing and upgrading the economic well-being of providers. The formation of associations is a small but growing development in the South. The problems and accomplishments of such associations have been described in the SREB publication, *Family Day Care Associations in the South.*

It has been hard for groups to get information to help them design an agency and develop operating policies.

Another alternative for grouping family day care homes, and the subject of this publication, is the *family day care agency*. An agency is an organization which assumes responsibility for administering and operating several family day care homes. Generally the agency is responsible for establishment of policy, recruitment and screening of day care homes, and ongoing training and supervision. In most cases an agency is also responsible for recruitment of children, payment of caregivers, providing information and referral for parents seeking placements for their children, and furnishing social services to parents. In the 14 states served by SREB there are approximately 50 family day care agencies. Several have been established for as many as 10 years, but most have developed in the last two or three years. This growth indicates a trend which will continue in the future. The new interest in establishing family day care agencies in the South has its base in two sizeable groups.

1. *Leaders in rural communities* attempting to organize day care services realize that a center is sometimes impractical. A building suitable for a day care center is often hard to find and expensive to build or renovate. Even more important, the location of the building may mean that it is too distant from the widely scattered families it hopes to serve. Having family day care homes located at various points throughout the community solves this problem.

2. *Board members and directors of existing day care centers* are becoming a second group of family day care agency advocates. Many day care centers receive requests to serve infants and toddlers but are unwilling or unable to respond because it would be too expensive to develop this program in a center or because very young children can be better served in a smaller, more personal environment. Expanding the day care program to include family day care homes is an effective solution. Infants and toddlers are served in the family day care home while preschool and school age children attend the center.

While interest in family day care is on the rise, it has been hard for groups to get information to help them design an agency and develop operating policies. Communities where agencies already exist are far apart; in some cases there is no agency in an entire state, while other states have only one. These agencies have been generous in sharing staff-time and materials, but few are funded to disseminate information. The *Training for Child Care Project* is attempting to assist groups interested in establishing family day care agencies through sponsorship of technical assistance conferences devoted entirely to family day care, as well as through visits in specific communities and workshops presented at state-level professional meetings.

Establishing a Family Day Care Agency is designed to further aid those interested in the mechanics of starting an agency by describing eight agencies currently operating in the South. Some common themes prevail. Each agency is concerned about the professional development and economic well-being of the family day care providers. Each views family day care as an effective method for providing high quality child care, and each is attempting to offer parents maximum flexibility in the type of day care arrangements available. At the same time these eight agencies offer variety in their sponsorship, funding sources, administrative design, and the support services offered to individual family day care providers. The descriptions suggest that there is no single right way to develop a family day care agency. The unique goals and resources of each community should be built into any attempt to establish a family day care agency.

A Rural Community with Industry Support

Blue Ridge Child Development, Inc.
Fannin County, Georgia

Summary

Blue Ridge Child Development Inc., established in 1977, is an agency which coordinates 14 family day care homes serving 50 children in rural Fannin County in North Georgia. Blue Ridge Child Development, Inc. has four staff members and is designed to meet the needs of parents working in local factories and families eligible for services under Title XX of the Social Security Act. The agency was started through the cooperation of the Blue Ridge Committee for Child Development, a community improvement group, Save the Children Federation (SCF), and the community service department of a clothing manufacturing company with a factory in Fannin County.

History and Development of the Organization

In 1975, citizens in Fannin County, with help from a Volunteers in Service to America (VISTA) worker who was part of the Georgia Appalachian Child Development Demonstration, formed the Blue Ridge Child Development Committee to work toward a variety of community improvements for children. As a result of a survey, they learned that need for good child care was of high priority because a clothing factory, employing 250 women, had recently located in the county.

There already was one private day care center in the county, but it had a waiting list for enrollment. Initially the group felt that establishing another center should be their goal. In the course of their investigation, the committee had contacted SCF and its Georgia-based project, the Resource Mobilization Center. SCF provides technical assistance and financial support to self-help groups serving low income children in the Appalachian area. SCF staff were familiar with family day care and suggested that the community consider this option. At the same time, SCF staff learned that the clothing company had a community affairs department which was also interested in family day care.

Arrangements were then made to help the committee learn more about family day care. Through SCF help, the executive director from the Thompkins County Day Care and Child Development Council in Ithaca, New York, came to Fannin County to share her experience in developing a family day care project in a largely rural area. Through the factory's community affairs department, board members of the committee received support to attend regional meetings about family day care in Dallas, Texas and in Knoxville, Tennessee.

By this time, the committee was enthusiastic about family day care and developed an application to establish the Blue Ridge Agency. The clothing company provided a seed grant to establish the agency. Since that time, Blue Ridge has gained support through Title XX of the Social Security Act, the U.S. Department of Agriculture's (USDA) Child Care Food Program, VISTA, and the Comprehensive Employment and Training Act (CETA).

Description of the Ongoing Operation

The Blue Ridge group felt that in order to establish a family day care agency in a community which was unfamiliar with this form of child care, they would have to stress quality experiences for children and viable job opportunities for family day care providers. To achieve this, they designed a program which exercises care in the selection of providers and offers considerable training and other technical assistance. They have also developed an efficient fiscal management structure as a way of modeling money management to caregivers who need to acquire effective business skills.

Role of the Staff

The *director* is responsible for overall planning and management. He maintains responsibility for the selection and "approval" of new family day care home providers—one of the most important decisions in the operation of the program. Although Georgia has a licensing law which includes family day care, it does not have budget or staff to implement a family day care licensing program. However, in order to enhance the image of family day care with the public, Blue Ridge Child Development, Inc. sought permission to be approved as a "licensed child placing agency." Under this regulatory procedure the state licensing agency grants a license to the overall agency and gives it authority to "approve" homes. This decision later proved useful when Blue Ridge Child Development, Inc. needed to have homes "licensed or approved" in order to become eligible for the USDA Child Care Food Program.

The Blue Ridge group felt they would have to stress quality experiences for children and viable job opportunities for family day care providers.

Two other tasks which have occupied much of the director's time have been negotiating for funds and

developing basic organizational policies and procedures (e.g., setting up books, securing necessary tax accounts and exemptions, etc.).

The *child development training specialist*, whose position is partly funded by CETA, is responsible for the initial and ongoing training of family day care providers. So far, three groups, totaling 18 providers, have been trained. Initial training is given in a three-day period and includes presentations on health and safety by a nurse, nutrition of children by a nutritionist, child development by the child development specialist, and business aspects of operating a family day care home by the director.

Ongoing training is conducted in two ways—the specialist visits homes once or twice a month to offer training and to leave books and learning materials, and Blue Ridge Child Development, Inc. conducts parent-provider meetings on a quarterly basis. These sessions are open to both parents and family day care providers and feature various aspects of child development.

As the program develops, the child development specialist will take on more responsibility for management of the family day care project. This will allow the director time to initiate additional service programs, probably in the areas of parent education and referral.

A *special projects coordinator* was funded for a short period of time through a CETA grant. For children, she was responsible for coordinating immunizations, arranging health and dental screening examinations and organizing field trips. For providers, she managed a cooperative buying outlet for art and craft supplies and oversaw the loan of equipment and teaching materials. Items which Blue Ridge Child Development, Inc. makes available on a short term basis include books, records, portable cribs, car seats, cassette recorders, and filmstrip viewers. Items on permanent loan include safety equipment (fire extinguishers, smoke detectors, fire alarms and first aid kits) and toys (puzzles, blocks, texture balls, vinyl cars, dolls, pegboard and rhythm band sets). The responsibilities of the special projects coordinator have now been divided among other staff.

The *resource development specialist* is a VISTA volunteer, who is primarily concerned with continued financial support for the agency. Through her work, applications have been submitted to the U.S. Department of Agriculture for the Child Care Food Program, and to the Comprehensive Employment and Training Agency for additional staff. Contacts are now being made with local foundations and the state Appalachian Regional Commission office for possible additional funding.

The *administrative assistant* performs office and bookkeeping duties. In addition, she completes eligibility certification for children under Title XX and keeps track of billing and other records for this contract. When Blue Ridge Child Development, Inc. became eligible for the Child Care Food Program, she was designated the nutrition coordinator. The task involves visiting each home monthly to insure that meals are consistent with USDA regulations and completing billing and records for this component.

Role of the Family Day Care Provider

While closely supervised, the family day care provider retains her self-employed status. Blue Ridge Child Development, Inc. collects payment for USDA and Title XX eligible children and distributes this money to the providers. The USDA reimbursement is based on a specific rate per meal served; the providers receive $20 per week for each Title XX child served.

The provider herself collects payment from private fee-paying families. Blue Ridge Child Development, Inc. has developed a recommended sliding fee scale, but the provider is not obligated to follow the scale and may set her own rate. This decision was made in order to recognize that each home was an independent business and should be able to function on its own if the central staff were not available. The provider receives the entire fee of private fee-paying families since administrative costs of Blue Ridge Child Development, Inc. staff are financed through other sources.

Other aspects of the providers' responsibilities emphasize their independent status. Children are enrolled by the family day care provider in each home. She maintains her own records of child attendance which are used to reimburse her for both Title XX and USDA payments. Blue Ridge Child Development, Inc. loans large toys, safety items and equipment, but the provider is expected to secure her own consumable supplies, books, records and insurance. Prior to their recent eligibility for USDA funds, the providers were expected to pay meal costs from fee income. Even with the USDA reimbursement, they must pay any food costs in excess of this standardized rate. In addition, providers pay for an annual physical examination to comply with licensing regulations.

Blue Ridge Child Development, Inc. gives assistance to providers regarding the business aspects of their work. The agency supplies income records and receipt books, offers advice on purchasing, and provides information on income tax deductions and preparation of tax returns. Based on its initial experience, the agency feels that the providers can earn an adequate living. Currently more than half of the providers earn at a rate of $5,000 or more annually.

Another feature of the Blue Ridge agency which is noteworthy is its continued ability to adapt to the needs of a rural community with an industrial base.

Program Accomplishments

Favorable newspaper and radio exposure was important, given the facts that Blue Ridge Child Development, Inc. was to operate a new service for the community and that family day care was a new way of delivering day care in North Georgia.

The agency worked to build good press relations by meeting with each of the local newspaper editors personally and by appearing for an "on the air" interview with each local radio station. In addition, the agency purchased both radio and newspaper advertising. The copy from a 3-inch by 6-inch ad stated:

Quality Family Day Care is Available Now for Your Children

Blue Ridge Child Development has organized a network of Family Day Care Homes to provide safe, educational, economical day care throughout Fannin County. Call 632-3147 for information and referral.

The public relations campaign has succeeded in identifying an adequate number of family day care home providers and children. Sixteen additional children were enrolled after a recent series of public announcements.

The agency has assumed program responsibility for medical and dental screenings for all children. A pediatrician from a neighboring community screens the children at the central project office for a moderate fee. Children are seen by a local dentist who sets aside a special day for this service. It is the intention of the program to take the children for immunization shots, but there is a problem because the local health department presently refuses to give the shots unless the parents are present. Since the clinic is open only one-half day a week, at a time when most parents are working, this is a problem that has yet to be solved.

Another feature of the Blue Ridge agency which is noteworthy is its continued ability to adapt to the needs of a rural community with an industrial base. It serves children throughout a dispersed county. It also attempts to make child care available for parents who work on evening shifts as well as during the daytime; currently, it has two homes which serve 10 evening-shift children. Other homes in the Blue Ridge agency are available for flexible hours, such as a work-shift from 1:00 p.m. to 9:00 p.m. and part-time workers.

Program Concerns

Blue Ridge Child Development, Inc. feels that family day care is needed in rural communities and that a centralized support staff is useful to both providers and parents. Their major problem at this point is the task of trying to develop a variety of funding sources. The time spent by staff and board in securing funds and completing required reports is considerable and takes away from the time they would like to spend in direct work with providers and parents. It is too soon to tell whether permanent support can be developed for the central staff, but the agency hopes to leave the individual family day providers in a position to earn an adequate income from their work.

Blue Ridge Child Development, Inc. has learned that being the first family day care agency in an entire area and one of the few in a state has its unique problems. Contacts with regulating and funding bodies at the local and state level have often proceeded at a frustrating pace. Since a precedent is set with the "first" decision, a number of official agencies have been slow to respond to requests by Blue Ridge Child Development, Inc. for policy decisions. In other cases, agency professionals who are well versed in center-based child care issues have simply not known enough about family day care to offer advice. Overall, Blue Ridge has found few people who looked at family day care unfavorably but many who, through lack of knowledge, were unable to assist the movement to create the family day care agency.

Volunteer Leadership and a Shoestring Budget

Licking Valley Child Care Organization
Rowan County, Kentucky

Summary

The Licking Valley Child Care Organization is an agency which coordinates and provides child care in a one-county area of rural Eastern Kentucky. Using a volunteer Board of Directors and a half-time director who is also a volunteer, the organization makes available information to parents and refers children to appropriate day care, offers training for all forms of day care programs, provides health services for children in day care and, when possible, subsidizes child care payments for low income parents. Licking Valley operates the only formally organized support effort for family day care in the state. Currently the organization works with seven family day care homes which serve 40 children.

History and Development of the Organization

Rowan County is located in the Appalachian portion of Kentucky. For decades the county has been a poverty area with an economy built on marginal farms and timber. In recent years Morehead State University, which is located in the county seat, has grown rapidly. With a student population of 7,500, it has become the principal source of employment in the area. Even so, more than 14 percent of the county's residents receive food stamps; the average family income is $2,267 per year.

There are several church supported volunteer efforts concerned with community development and poverty in Rowan County. In 1972, a family service worker in one of these groups identified the need for day care as an emerging problem. After confirming this observation with community leaders, he designed and conducted a day care survey. The survey established that there were no day care centers and that care was needed by student families while one or both parents attended classes and by a number of other people including low income single parents. One part-day child development center existed which was used by some of the students but its location near the university made it too distant from families in other parts of the county.

As this information emerged, it occurred to the group that the need for child care could be matched with another of Rowan County's problems: many farm couples had reached an age where they could no longer perform the more strenuous aspects of farming. They were at home; their children were grown; and they needed a way to supplement their income. It seemed desirable to ask these people—who could supply both the open spaces of their farms and a grandmother and grandfather image—to become family day care providers.

The structure of the organization was developed between January and September, 1973. During this time the agency was incorporated and secured grants totaling $7,200. This money was used primarily to pay child care subsidies and for child development supplies for the family day care homes. A project director was recruited through an arrangement with the Presbyterian Synod. A volunteer working for the Synod was assigned to the Licking Valley Child Care Organization on a part-time basis. The church pays a stipend to the director so there is no cost to the agency.

Many farm couples had reached an age where they could no longer perform the more strenuous aspects of farming. They were at home; their children were grown; and they needed a way to supplement their income.

A nine-person Board of Directors was chosen through an election by the membership which consists of anyone interested in child care in the county. An effort was made to insure that representation on the Board would include parents and low income families. Five standing committees—Screening, Materials, In-Service Training, Public Relations and Finance—were created to carry out the organization's work. A Parent Committee was also created to advise the staff and Board and to monitor services.

Description of the Ongoing Operation

The agency tries to be a coordinating body for anyone interested in child care. It provides a referral service for parents by describing all facilities available, both day care homes and centers, but leaves the decision to the parents. The agency has organized training sessions for providers which are open to day care center staff, providers of family day care, and people who do babysitting on an occasional basis.

Two principal activities have been the provision of child care subsidy payments and the establishment of family day care homes. The subsidy program has changed from time to time depending on the degree of success in obtaining donated funds. Initially this component was set up so that eligible parents could pay a sliding scale fee based on their incomes and the number of children served. The subsidy was used to supplement parent fees so that each family day care provider was assured of receiving approximately $20 per week per child.

Partly because of the existence of the Licking Valley Child Care Organization, several more day care centers were started in the county. In 1974, it was decided to allow parents the option of choosing a family day care home or a center. If a center's fees were higher than the rate the Licking Valley Child Care Organization could afford to subsidize, the parent was expected to make up the difference.

The agency also established contact with the Kentucky Department of Human Resources which purchases care from a number of day care centers throughout the state and pays up to a maximum of $5.75 per day per child served. The agency explained its program and convinced the state to purchase care for eligible children from the family day care homes in the Licking Valley group. At the current time the Licking Valley Child Care Organization has exhausted its subsidy funds. However, the state of Kentucky works closely with the agency in identifying families eligible for the purchase of care program, and 80 percent of the children now served are supported in this way. The Licking Valley Child Care Organization would like to reinstitute its subsidy effort, since eligibility guidelines for the state program exclude some families that the agency feels should be assisted.

Another key activity is the help extended to individuals seeking to establish family day care homes. The Licking Valley Child Care Organization provides materials and toys, license fees and technical assistance to prospective family day care providers. If the prospective provider lacks sufficient resources of her own, a small amount of money is available to repair or improve homes to meet licensing requirements.

While securing a license is strongly encouraged, the Licking Valley Board concluded they would assist and purchase services from unlicensed providers too. This policy was established because some child caring arrangements do not require a license (a home serving less than three children), and because the agency felt some homes were suitable even though they could not meet all state licensing criteria for day care. Even so, these homes must pass the agency's own carefully developed set of standards.

As more day care centers become available, the Licking Valley Child Care Organization has focused its effort in family day care to serving infants and toddlers. Currently two family day care providers specialize in serving infants, and 25 of the 40 children served are under the age of three.

Health care and education of children, parents, and family day care providers are other principal activities. In 1976, the agency received a $7,000 grant which allowed it to establish a health component. For the enrolled child, the agency works with parents and the county health department to perform vision, hearing, dental and other medical screening examinations, immunization assessments, and psychological testing if indicated. Parents are assisted with follow-up work and a small fund is available for treatment if the family cannot afford it. An accident insurance policy on each child is paid for from this fund also.

For the family day care provider, a medical exam is available free, and she receives information about preventive health practices through group meetings and individual staff visits.

For parents of the children enrolled, a health education program is offered. Group meetings are available using speakers from health, mental health and home extension agencies. At these meetings parents are informed about specific services for which they may be eligible, such as food stamps and the Women's Infants' and Children Program (WIC) of supplemental nutrition assistance, and specific health topics are discussed. Because of this effort, a number of parents discovered that they were eligible for services they had not known about previously.

Role of the Staff

The Licking Valley Child Care Organization is unusual in that most of its ongoing work is carried out by Board members or other volunteer members of the agency. While the part-time director has been indispensable to the success of the effort, her work is usually directed to supporting a Board committee rather than to completing tasks independently. Each of the five standing committees consists of Board members and anyone else from the membership who wishes to work on the committee.

The *Screening Committee* is responsible for setting standards and for selecting prospective family day care providers. Standards established by the Licking Valley Child Care Organization include aspects of the physical environment, such as fire safety, general sanitation, water supply, sewage disposal, and lighting. However, in their written materials and in the design of the screening process, major emphasis is placed on the personal qualities of the family day care provider. The screening process takes about two months to complete. Two members of the committee are assigned to work with each applicant. The applicant is interviewed once in the office and once in her own home. She also can expect to be observed in a setting in which she interacts with children. This usually occurs by arranging to have her work one day at the local Head Start center. In the beginning, the Screening Committee personally interviewed each of three references supplied by the applicant. This proved to be too time-consuming and now written references are obtained. The applicant must arrange physical exams for herself and the adult members of her family and complete other requirements of the state health department related to food handlers.

The Licking Valley Child Care Organization is unusual in that most of its ongoing work is carried out by Board members or other volunteer members of the agency.

The Screening Committee also coordinates the health service work of the agency. Because this work has to be done on a day-to-day basis (e.g., transporting children to medical exams, coordinating follow-up), they have had to rely on the director to carry out much of this activity.

The *Materials Committee* initially identified the types of toys and equipment which should be in a home to promote the development of children at various ages. While each provider receives a yearly allocation of funds to spend on such supplies and makes her own decision about spending it, she is expected to follow the guidelines developed by the committee related to safety, durability and child satisfaction. Recently the committee has been responsible for securing materials used in the health screening and education efforts.

The *In-Service Training Committee* has organized several training sessions for family day care providers and for other day care personnel. Their work has gradually decreased as the university became interested in this subject and began offering evening and weekend courses in child development. Recently the committee worked with the State Department of Human Resources to sponsor a six-week course in child care which was open to child care providers in an eight-county area around Rowan County. Forty people attended classes and plans are underway to repeat the session early next year.

The *Public Relations Committee* has developed a brochure for parents and one for prospective providers which explains family day care and the services of the Licking Valley agency. Once homes are recruited, the committee publicizes their availability through advertisements, newspaper articles and appearances at civic clubs. The committee is also concerned with educating the public about child care and child-rearing issues. They have written articles about the state program for the purchase of day care and the operation of the Licking Valley Child Care Organization. The latter article coincided with the local United Way campaign, one of the agency's funding sources.

The *Finance Committee* is involved in fundraising including developing and contacting potential contributors and reporting on the use of funds once obtained. They perform bookkeeping duties and arrange for an annual audit which is done on a volunteer basis by a faculty member at the university. The committee also helps individual family day care providers complete their yearly income tax returns using the contributed expertise of businessmen and university faculty.

Role of the Family Day Care Provider

The family day care provider is self-employed and has certain agreements with Licking Valley Child Care Organization. Since it is up to parents to select which provider they wish to use, the family day care provider is not guaranteed any specific number of children. She cannot charge a fee higher than a weekly maximum established by the agency, but she can charge less if she wishes to help a particular family. Maximum hourly rates are also set for part-day children in regular attendance. The provider is free to set rates for "drop-in" children and can charge parents extra if they are late in picking up their child.

Another agency policy provides that parents will not be charged for days when children are sick or on holidays and vacations when they notify the family day care provider in advance. If the child is simply kept out of the program temporarily, the parents are expected to pay one-half of the regular rate.

Program Accomplishments

The Licking Valley Child Care Organization has shown that quality child care can be fostered in a rural community despite the scarce availability of operating funds. They have achieved their goals through relying on volunteer labor, obtaining cooperation among existing agencies and carefully using small donations from churches, foundations and civic groups.

The small amount of cash has been solicited from a wide array of sources and has been carefully spent. Contributions and small grants have come from the Glenmary Home Missioners, the local Catholic church, the Kentucky Social Welfare Foundation, Rowan County United Fund, Rowan County Fiscal Court, Order of Kentucky Colonels, Women of the United Presbyterian Church, and Presbyterian Church in the United States. Despite this diversity of sources and the work that it takes to secure such funds, the cash available to the Licking Valley Child Care Organization has never exceeded $10,000 per year. It is also significant that, even in that year, 85 percent of the money was spent on the child care subsidy program.

Program Concerns

Most of the original goals of the Licking Valley Child Care Organization have been met, and the agency is currently undergoing a period of self-evaluation. A permanent source of child care funding is available through state government, the training of child care workers has been accepted as a responsibility by the university, and a number of resources for child care have been made available to the community. Currently there are three day care centers (one run by the university), a group day care home, a Head Start unit, four units of public kindergarten, and the seven family day care homes, all of which were begun in some degree in response to the existence of the Licking Valley Child Care Organization. The Board is questioning whether their existence is still required or whether new goals should be identified. One option being considered is to expand to nearby low income counties with the pattern for developing family day care homes and providing subsidies. Another alternative is to assist family day care providers in developing an association which could continue without the support of the Licking Valley Child Care Organization. At the same time, it is recognized that having such limited operating funds and having to rely almost entirely on volunteers makes it extremely difficult to continue on a permanent basis.

Family Day Care in a Comprehensive Child Care Agency

United Day Care Services
Greensboro, North Carolina

Summary

United Day Care Services of Greensboro (UDCS) offers a complete range of day care and children's programs including after school day care, summertime and infant day care, services to handicapped children, a Head Start program, and a child abuse prevention project. In family day care, the Day Care Division of UDCS presently has an agreement with 27 providers who serve 115 children. Both homes and centers in the Day Care Division are managed by the same group of supervisors. The agency is able to offer a number of support services including a central kitchen which delivers meals to family day care homes and a loan fund to perform minor renovations or to purchase fencing.

History and Development of the Organization

Day care has been an interest of the Greensboro community since the late 1940's. From 1947 to 1967, several day care centers were established, supported by various civic and professional groups representing leadership from both black and white segments of the community. In 1966, a community study of day care needs recommended a consolidation of all the United Fund-supported day care centers into one agency for the purpose of improved efficiency and expansion of day care opportunities. This led to the establishment of United Day Care Services of Greensboro in 1967. Beginning with two centers serving 90 children, the Day Care Division of UDCS currently provides family day care and center-based care for 800 children. This includes one center for infant care, eight classrooms of after school care, a school-age program run during the summer at three sites, and eight day care centers serving children ages two through six. Handicapped children are served throughout the program and some centers are open for nighttime care. In 1973, UDCS became the administering agency for the Guilford County Head Start program which serves 378 children in child development centers, 80 children in a "home-based" approach, and 24 children in family day care homes.

Two other services of UDCS are its *Child Abuse Prevention* and *Scholarship and Resource* programs. The Child Abuse Division offers a speaker's bureau, a telephone hot line, an interagency coordination mechanism, parent aides, and sponsorship of a Parents Anonymous chapter. The Scholarship and Resource Division is concerned with raising scholarship funds so that parents who are not eligible for public funds, but who can't pay the full cost of day care, can be financially assisted. The Scholarship program assists parents in purchasing care from any licensed center or family day care home in the county, not just the facilities run by UDCS. Scholarship money comes from the United Way and other community donors.

United Day Care Services' interest in family day care started almost as soon as the agency was established. The day care centers served children ages two to six, but there was a need to serve children younger than two and to provide a different environment for children with special needs. By 1969, the agency was prepared to use family day care to meet these needs.

There were a number of barriers to be overcome. The County Department of Social Services wanted to purchase family day care through UDCS but could pay no more than $12 per week. UDCS felt this was not enough money to pay a decent fee to the providers, so they turned down the opportunity and chose, instead, to serve only private, fee-paying arrangements in which the parents could afford $15 per week. A year later the Social Services agency was able to increase its rates to $15 per week, and so UDCS began to serve children supported by the county. The rate has increased periodically since then.

There was a need to serve children younger than two and to provide a different environment for children with special needs.

Meeting legal requirements was another concern. North Carolina's licensing law calls for the registration of family day care homes under a Family Day Care Plan. However, it does not require that they meet state-established standards other than a limit of no more than five children in a home. However, there are city and county ordinances that apply to family day care which can require costly changes. These include zoning, building, fire safety, privilege licenses (permission to operate a business) and, sometimes, sanitation regulations. One of the major stumbling blocks is a regulation that calls for 100 square feet of non-climbable fenced outdoor space per child. The required fencing can cost as much as $650. UDCS approached this problem by convincing a leading citizen to donate $2,000 to be used as a revolving loan fund to install fences. The provider is expected to repay the loan during the first year of service; a five percent service charge is included to pay bookkeeping costs and to keep the fund from becoming depleted due to occasional loan defaults.

When the homes became eligible to receive public funds, they had to adhere to the Federal Interagency

Day Care Requirements (FIDCR). The FIDCR regulations allow the same maximum number of children (five) to be served as the state licensing requirements, but limits to two the number of children under age two. This caused some providers to leave the program because they felt that the greatest number of requests was for children under age two, and that they could fill this need independent of the support services offered by UDCS.

A third start-up problem was obtaining equipment to serve so many young children. Knowing that the income of family day care providers would be low, UDCS hoped to keep provider expenses at a minimum. The agency was able to do this through securing equipment donations from individuals and other community agencies and businesses. One woman moving away from Greensboro donated all her nursery furniture. On another occasion, the Children's Home Society donated 75 cribs which it had received from a company that was discontinuing the manufacture of cribs.

Currently the Day Care Division supplies each new provider with a box of arts and crafts supplies, a first aid kit, a box of personal supplies (diapers, powder, soap, bottles, thermometer, etc.) and the loan of both large and small equipment. UDCS tries to make it possible for a provider to begin serving children without incurring any initial personal cost, other than for renovations and physical improvements.

Description of the Ongoing Operation

The management plan for the family day care homes has changed several times. In the first year a supervisor was hired who worked half-time as coordinator of family day care and half-time as education coordinator for the centers. The supervisor was assisted by two social work students. Her work was later supplemented by the addition of two home assistant/toy demonstrators who were New Careers trainees at a vocational school. As the number of homes grew, the supervisor's job became a full-time position, and a recruiting specialist and an education specialist were added.

In 1975, UDCS changed its approach to management of the family day care homes. Up to that time, the agency had a separate unit which specialized in the problems of family day care—a new service needing special attention. Now UDCS concentrates on better integration of the family day care program with the other child care services. To this end the agency established a Day Care Division which included all day care centers and family day care homes and was headed by a director. Four of the day care center directors were given the title of cluster director and were responsible for supervision of one center and a group of up to ten family day care homes clustered in a specific geographic area.

The reasons for this change in approach were to encourage greater sharing between day care center staff and family day care providers, and to improve day care planning for children. As the family day care homes and centers have become more familiar with each other, they have developed greater respect for each other's capability. From the parents' perspective, it has meant a greater ease in the child's transition from a family day care home to a center at a later age, and it has meant that the child can have some of the benefits of a center experience while remaining in a family day care environment.

In addition to the Day Care Division, UDCS includes divisions related to Scholarship and Resource, Child Abuse Prevention, and Head Start. Governed by a Board of Directors, the total agency operation is under the administration of an executive director. Support to the four program divisions is supplied by an Agency Services Unit, a Fiscal and Personnel Services Unit, and a Central Services Unit. The latter has responsibility for maintenance, warehousing, transportation and food service activities. Because of the size of the organization, it is able to develop specialists in various administrative functions. This has made it possible for UDCS to provide some unique supports for the family day care homes. For example, UDCS operates a central kitchen for all its centers and family day care homes. The kitchen prepares hot lunches and delivers them to each center and family day care home. The provider is responsible for preparing breakfast and snacks but she follows a predetermined menu cycle and uses food supplies delivered by the UDCS kitchen. The UDCS Fiscal Unit is then able to complete the paper work for claiming the U.S. Department of Agriculture's (USDA) Child Care Food Program reimbursement, thus taking a burden off the family day care provider.

Assistance with completion of income tax and social security forms is also offered through UDCS. This is done with the help of accounting students at one of the local colleges. UDCS also serves as an advocate for the family day care homes. The Day Care Division director and cluster directors work for the family day care providers through contacts with inspecting agencies, community resource agencies, and state and national human resource agencies and organizations.

Role of the Staff

Many UDCS staff members provide some form of support to the family day care component. However, this section will attempt to focus on the staff of the Day Care Division with the most direct involvement.

The *cluster directors* supervise the placement of children in homes, fill vacancies, work with other social agencies responsible for specific children, identify equipment needs of homes, make available items from the agency warehouse, and work with the program consultant in scheduling and planning training. These four directors assist providers in scheduling field trips and other special events for the children, maintain agency records for most aspects of the family day care service, evaluate each home quarterly and plan activities for center staff and family day care providers to share information.

The *program consultant* is concerned with the training of the family day caregivers. She presents a 30-hour pre-service session for each new family day care provider. She also organizes three or four in-service sessions for providers each year. Some of these sessions are in conjunction with center staff, and some are exclusively for the providers. The Day Care Division has developed an educational kit which is placed in each family day care home to help providers organize the learning experiences for the children in their care. The program consultant is responsible for the regular updating of this kit, for suggestions on other teaching

materials that should be supplied to the homes, for editing a family day care newsletter, and for offering child development information to parents through cluster group meetings.

The *division secretary* fills both clerical and administrative roles. She supervises one *division assistant* and together they handle inquiries from parents, help recruit and license providers, maintain program records for fund sources, and coordinate public relations work for the Day Care Division.

Two other *division assistants* serve a toy demonstration and emergency care function. The toy demonstration work involves the delivery of large toys which are purchased or donated to UDCS and permanently assigned to providers, and the loan of learning materials which are exchanged among homes. The assistant is expected to instruct the provider in the use of materials, to be available for special events in the home, such as field trips or birthday parties, and to substitute when a regular provider is sick or has a family emergency. In order to perform this role, the assistant maintains a license as a family day care provider and uses her own home to care for the children.

If some of the implications for a child's development as experienced in family day care can be clarified for the public, it will help parents and children, will influence the training and background of future caregivers, and will improve their economic situation.

UDCS has employed two staff in the the toy demonstrator/emergency care role for about seven years but has recently decided to phase out the emergency service and keep just one assistant to make educational visits to providers. A number of factors have influenced the decision, including the findings that most parents seem to be able to secure their own emergency care, the recognition that not all providers want or use the toy exchange, the desire to decrease administrative costs in order to increase cash payments to providers, and the feeling that providers should be more independent.

Role of the Family Day Care Provider

The family day care homes are privately owned businesses affiliated with UDCS through an agreement covering the financial and program aspects of the relationship which are further spelled out in a *Policy Statement* which every family day caregiver receives.

The Day Care Division currently charges $23 per child per week in family day care for full day care; of this amount, the provider receives a "boarding payment" of $15 and the balance goes to UDCS to pay its costs. When a provider has been with UDCS for a year, she receives a $1.50 per child per week increase in the boarding payment and may receive continued boarding payments based on a per-child-enrolled rate for a maximum of five days per year when the home is closed due to family illness or death, and a maximum of five days when she closes her home for personal vacation. All providers receive seven paid holidays per year.

An affiliated provider is required by UDCS to carry business liability insurance. She may secure her own insurance, or she is offered the opportunity to join a group policy which is made available through UDCS. The cost of the policy is deducted by UDCS from the service payments which the provider receives.

The family day care provider promises to serve UDCS-referred children exclusively, to meet all licensing requirements as well as standards set by UDCS, and to participate in pre-service and in-service training. The provider is encouraged to take children on field trips but must notify the UDCS staff of the destination and expected duration so that the children can be located in an emergency.

The provider is expected to maintain several types of records. These include a general file with medical exam and skin test reports, a copy of her North Carolina Registration Certificate, records of supplies and equipment loaned, the permit from the Housing Authority or landlord to operate a family day care home, a Civil Rights Compliance statement, a plan for handling emergencies, a fire drill record, and children's meal and attendance records. A file is kept for each child and this includes the parents' application for enrollment, the medical information form, emergency contact information, the child's schedule for sleeping and eating, notes on the child's development, and a daily care record (used only for children under age one).

The Day Care Division of UDCS has developed a written set of policies for parents of children in the family day care homes, and this is made available to parents and providers. It covers enrollment procedures, fee schedules, expectations about participation in parent meetings, and policies about the child's illness or absence. Parents of infants are expected to furnish formula, baby food, diapers, powder, baby soap, a complete change of clothes, and plastic bags for soiled diapers. Parents of older children will furnish a complete change of clothes, training pants, diapers, and a comb and brush. It is also expected that the medical exam for children under one year will be renewed every four months; for children between one and two, every six months, and for children over two, once a year.

Program Accomplishments

UDCS has developed a version of family day care for use in its Head Start program. In 1972, the national Head Start leadership authorized an effort to encourage alternative approaches to delivering Head Start. UDCS chose to continue using the traditional method (center-based child development), but to experiment using a home-based (support to parent in the child's own home) and family day care variations. In this latter model, the children served are usually not from working parent homes since UDCS is able to meet this need through its Day Care Division. Instead, UDCS is attempting to show that an enrichment program for low income children can be provided effectively by using a trained provider in her own home.

The family day care provider serves five children, ages three through five, during the hours of 8:00 a.m. and 2:00 p.m. during the months the Head Start centers are open. Once a week the provider goes to the Head Start center where the children participate in a full day's activities, and the provider serves as a classroom assistant. Throughout the week the provider is made aware of the teaching goals at the center and is expected to offer similar experiences in her home. Further collaboration is achieved by taking the children on

common field trips, holding joint parent meetings and by offering similar health care and social services to children in family day care homes as those provided in centers. The family day care home and home-based experiments are supervised by the same staff member. The supervisor uses a number of materials originally developed for the home-based Head Start program with the family day care providers.

Although the children return to their homes at 2:00 p.m., the family day care provider continues working until 4:00 p.m. This extra time is used for daily planning, or to participate in training and staff conferences. Since the Head Start providers usually work shorter hours than their Day Care Division counterparts, they are paid a slightly lower boarding payment, currently $14.50 per week. However, the terms for other types of support offered (e.g., loans, technical assistance, supplies provided, leave agreements) are similar.

Program Concerns

UDCS continues to widen its concerns for the day care needs of Greensboro and Guilford County. Through its accomplishments in locating scholarship funds and providing center and family day care, it hopes to improve the amount and quality of day care available during weekends, evenings, and for sick children. It also hopes to give attention to several areas of child care which, though commonly used, seldom receive attention or technical assistance from the public. These include care in the child's own home by a relative or friend, and care outside of the child's residence done by a relative.

Related to family day care, UDCS feels that its most important internal activity should be to continue to work toward increasing the boarding rate paid to providers. It is also interested in improving the quality and efficiency of all family day care homes in Greensboro. There are 150 registered family day care homes in Greensboro in addition to those affiliated with UDCS, and it is reasonable to assume that there are at least 200 homes which are unregistered. In an attempt to reach these additional homes, UDCS has encouraged its own providers to operate more independently and to form a family day care association so that leadership to upgrade family day care can come from the providers themselves. Recently, the agency received a Comprehensive Employment and Training Act (CETA) grant which made it possible for the Scholarship and Resource Division to hire a staff person with previous experience in training family day care providers. It is hoped that this new position can be used to extend free training opportunities to all family day care providers in the community.

UDCS also recognizes a need to upgrade the image of family day care with the public. Parents are often not clear about the difference between a "babysitter" and a family day care home. If some of the implications for a child's development as experienced in family day care can be clarified for the public, it will help parents and children, will influence the training and background of future caregivers, and will improve their economic situation.

Coordination by a State Work Incentive Agency

Coastal Plains Family Day Care Project
Savannah, Georgia

Summary

The Coastal Plains Family Day Care Project is designed to provide adequate child care for families participating in the Work Incentive Program (WIN) in eight rural and urban counties on the east coast of Georgia. The project began in 1974 and has involved the recruitment, training and purchase of services from 50 to 80 family day care providers. As the WIN program gained experience with family day care, it has assisted other public agencies to purchase family day care for purposes of protecting children from potential neglect or abuse (protective services).

History and Development of the Organization

WIN is authorized by Title IV-A Section C of the Social Security Act. It offers recipients of the Aid to Families with Dependent Children (AFDC) program an opportunity to receive job training and certain supports for a limited time after employment has been achieved. Child care is provided while the recipient is in training and for 90 days after employment has begun.

Identifying providers in rural areas was difficult.

The WIN program can purchase child care from a relative of the WIN enrollee, a day care center, or a family day care home. In Georgia, the state WIN staff recognized the potential value of having good family day care available, especially in rural areas where few centers existed. They also knew that most of the field staff were unfamiliar with this form of care and would need training and a specific plan for developing an adequate number of good homes. While the project was designed to be statewide, a decision was made to begin with the eight-county area with central offices in Savannah. Three WIN staff members were particularly interested in being involved. A new job title, *child care specialist*, was created for them.

Training and technical assistance have been provided throughout the life of the project by the Regional Institute of Social Welfare Research (RISWR), which is a nonprofit consulting organization. The first step was to train the child care specialists. The training program was thorough and included a study of all aspects of good child care arrangements, the role of the child care specialist in such tasks as recruiting, monitoring, and planning training for family day caregivers, and interpretation of family day care to other state human service workers. In addition to the RISWR staff, trainers were brought in from other family day care organizations including Project Playpen in Pinellas County, Florida and United Day Care Services in Greensboro, North Carolina.

Training was also extended to other WIN staff who work directly with WIN recipients and who are responsible for making day care plans with the mothers of the children to be placed in the family day care homes. Later the training was provided directly to the family day care providers.

Recruitment of family day care providers began in February 1975. As many as 80 homes have been used during peak periods of need. Currently, 50 homes are approved to receive children and 25 of these have at least one WIN-subsidized child in placement. The decrease in number of placements is due primarily to changes in WIN eligibility and program policies. While the number of WIN-subsidized children has decreased, there has been an increase in the use of the homes by private fee-paying families and for placements by child protective service workers. Currently about 20 children are served under private fee-paying arrangements, and 40 children are placed in the homes by the state child protection agency.

Description of the Ongoing Operation

The child care specialists together with their supervisor are considered a separate unit of the overall WIN agency serving the Coastal Plains counties. Two of the specialists and the supervisor are housed at a district office of the Georgia Department of Human Resources. The third specialist is located at a county office near the rural area she serves. The child care specialist is responsible for identification and approval of all WIN child care arrangements, whether with a relative, a day care center or a family day care home. In 1976, the child care specialists were assigned additional duties related to the development of foster care homes and now spend half-time in each role.

Role of the Staff

Recruitment of family day caregivers is a principal assignment. When the *child care specialists* began, the WIN program was already using some family day care in the urban area around the city of Savannah and its surrounding counties. Two specialists were assigned to that area and were soon working with 82 homes.

The third specialist was assigned to work in a rural area where no homes were known to exist. Her first

move was to contact city and county officials to determine whether there were any local ordinances governing family day care. It was learned that a business license fee was required for a private home to care for children. After an explanation of the program, however, each official agreed to forego these fees in the case of homes participating in the WIN project. Fees are imposed in a sometimes futile attempt to control the operation of substandard day care homes. The local officials were glad to shift a part of this responsibility to a state agency.

Identifying providers in rural areas was difficult. Several strategies for identifying providers were tried including contacting former foster parents, talking with church and civic leaders, answering ads in the newspaper placed by people offering to provide child care, and even making neighborhood tours to contact residents of homes which had fenced yards. Success was finally achieved after a public relations campaign using radio, TV and newspaper coverage.

The child care specialists are responsible for approving each potential family day care home. The Coastal Plains project feels that it must have high standards in selecting providers. Family day care in a real sense demonstrates to WIN parents and the community what quality child care should be. In addition, the homes are used for placement of children with special needs related to child abuse or neglect. These considerations are stressed with each applicant during the approval process.

Standards for approval include those established by the Federal Interagency Day Care Requirements (FIDCR), the Georgia Day Care Licensing Agency, and the state WIN agency. Physical standards require that fire extinguishers be available, heaters be vented and inaccessible to children, wells have cement covers, and yards have a fenced area. In addition to having an accepting attitude about children, the prospective family day care provider and her family over age 16 must have a physical exam. She must also show that the family has other adequate income, is willing to sign a civil rights agreement, and that an adult substitute is available in case of illness or emergency. In addition to this, the specialist arranges to interview the husband and the designated substitute. Securing approval has been more difficult in the rural portion of the project where many homes have unvented space heaters and potential caregivers have had difficulty securing the required chest X-ray because it is not available through local health departments.

The specialists are responsible for a monthly monitoring visit to each home. The inspection is brief; a one-page check sheet is used to cover such areas as staff/child ratio, adequacy of emergency and substitute plan, use of space and equipment, quality of meals and the relationship of the caregiver to the child. Once a year, the specialists conduct a more thorough approval analysis.

Many times during the approval process, a weakness is discovered either in the family itself or in the provider's knowledge or attitude about child development. Monthly home visits have proven to be the needed opportunity to offer teaching materials on this subject and to make the provider stronger and more secure about her ability to handle problems. Specific concerns regarding children in placements are discussed during these home visits. The recurring nature of the visits leads to follow-up on problems. It also affords a chance to let the provider know what she is doing right and to render encouragement for the useful work she is performing.

A family day care provider can serve private fee-paying families, WIN placements and protective service placements at the same time.

The specialists and the RISWR consultants have been able to organize an ongoing training program for caregivers. Monthly meetings are held using guest speakers from a variety of community agencies, films, or informal discussions among the caregivers themselves. About 50 different meetings have been conducted so far.

One unanticipated role of the specialists has been to serve as an informal child care information and referral agency for parents and other social service agencies. Once the specialists became identified for their work in seeking people to perform child care for WIN recipients, parents and representatives of other agencies began to call on them to help find child care to meet their needs. The specialists have been particularly helpful to child protective service workers who use family day care as an alternative to placing children in foster care. In fact, some of the WIN family day homes serve more protective service cases than WIN placements.

Role of the Family Day Care Provider

A family day care provider in the Coastal Plains Family Day Care Project can serve private fee-paying families, WIN placements and protective service placements at the same time. She receives $4 per day for a WIN or protective service placement and an additional $1 per day if the child needs transportation which she supplies. The provider sets her own fees for private arrangements. It is estimated that fees from private arrangements currently average $15 per week per child. The family day care provider supplies child development materials, food and meets all other operating expenses from this income.

Providers have been ambivalent about whether to serve private day care arrangements. When the effort began, there were enough WIN placements to maintain full enrollment in most homes. However, as WIN policies changed, fewer WIN child care arrangements were needed and the children could only be served for a 90-day period after the mother gained employment. Some providers began shifting to private day care arrangements. Others hesitated—thinking that they were obligated to serve WIN clients exclusively or feeling that they did not want to become involved in the business aspects of setting and collecting their own fees. The child care specialists have encouraged those providers who were interested to go ahead and serve private fee-paying families. One specialist has even made contacts with local businesses and factories, placed posters in grocery stores advertising the homes, and helped one provider write her own newspaper advertisement.

The family day care providers in return have shown great loyalty to the goals of the WIN and Child Welfare agencies. Family day care providers have offered to drive WIN mothers to their place of employment as a way of encouraging their efforts to be self-supporting. With the

child protective cases, they have frequently acted as counselors to children or parents or have sought to share information which might prove helpful to social workers. Such communication has not always been satisfactory. Information in child protection cases is considered confidential and so the social worker has not always been able to answer the provider's questions. At other times, the social worker has failed to recognize that the provider's daily contact and usually positive relationship with the child and family have great potential as a source of help. The child care specialist has sometimes had to serve as an advocate for the family day care providers in straightening out these communication difficulties.

Program Accomplishments

Along with the achievements in the demonstration counties, the Coastal Plains Family Day Care Project has been effective in stimulating the interest of WIN staff in family day care throughout the state of Georgia. The three child care specialists have traveled throughout the state talking to groups of county directors, supervisors, and service workers about the specifics of family day care and the idea of quality child care whatever the setting. Their topics have included recruitment, approval, monitoring, school-age child care, studying relative-care homes, and helping parents choose a good child care plan. The workers have participated in the videotaping of several panel discussions on child development needs, quality care and identification of abuse and neglect. These tapes are used throughout the state in training programs for WIN staff.

Because of the success of the Coastal Plains Family Day Care Project, the Georgia WIN program has decided to initiate a new program which carries the notion of WIN involvement in family day care one step further. Beginning in September 1977, a demonstration called the Rural Employability Project was funded to serve the Americus, Georgia area. Conducted by the state WIN staff and using consultants from RISWR, the effort attempts to train WIN enrollees in establishing their own family day care homes as a means of long-term self-support. Another special feature of the project will be to link the family homes to existing day care centers in the community, both profit and nonprofit. It is hoped the centers will become a source of ongoing information and support to the homes.

Assuming the success of the initial effort, the project design calls for using WIN family day care providers to train future family day care providers and other WIN trainees interested in social service careers.

Program Concerns

The primary goal of the Coastal Plains Family Day Care Project is to insure that a suitable child care arrangement is available when a WIN enrollee needs it. In some respects this limits the responsibility of the project in assisting providers in their development of a viable profession. For example, at times the WIN staff has had approved homes but no children to place in them. This combined with the short-term nature of the placement has discouraged some providers who have dropped family day care to seek more steady incomes. Other providers have been reluctant to attend training sessions or to maintain health examinations when they had no children placed with them. Possibly for these reasons, the providers have not yet formed an association as in many other communities throughout the country. Opportunities, such as group liability insurance and participation in the U.S. Department of Agriculture's (USDA) Child Care Food Program, are not yet available to the family day care providers in the Coastal Plains Family Day Care Project.

Another question that has been raised is whether children of WIN enrollees will remain with the same family day care home after the period of subsidized placement. Georgia recently surveyed child care arrangements of WIN enrollees in four sample counties. While none of the Coastal Plains Family Day Care Project counties were included, it is assumed that the results are applicable. It was learned that only 16 percent of the 51 respondents changed child care arrangements once they became ineligible for WIN subsidy. However, 72 percent, or 34 women, negotiated with the provider to lower the cost of care. In this conflict between two *goods*—the need of the WIN graduate to remain self-supporting and the need of the provider to earn an adequate living—it is apparent that providers are making great sacrifices.

Day Care and Public Kindergarten Combined

The Family Day Care Home Satellite Project
Pickens County, South Carolina

Summary

The Family Day Care Home Satellite Project is an effort to increase the number of children participating in state-funded kindergarten programs in Pickens County, South Carolina. Twelve family day care homes have been established to care for children during the part of the day they are not in kindergarten. The school system coordinates transportation and meals for the children and provides training for family day care providers. Kindergarten teachers and family day care providers participate in joint planning to insure a varied education program. Social and health services are available to families through cooperative efforts of the school district and local public welfare agencies.

History and Development of the Organization

The state of South Carolina authorized a voluntary publicly-funded kindergarten program in 1970. The program is designed to be one-half day in length and, whenever possible, to operate both morning and afternoon sessions. The Pickens County school district was active in establishing new kindergarten units each time the required 40 children (two sessions of 20 each) were identified. However, by 1975, it was recognized that in some of the elementary school districts, particularly the rural ones, only 65 percent of the eligible children attended kindergarten.

One group that did not seem to participate were the children of working parents. These parents found it too difficult to obtain part-day child care arrangements and overcome transportation and meal logistics so that the child could attend kindergarten too. To assist parents to overcome this problem, Pickens County applied for a three-year demonstration grant using funds from the Appalachian Regional Commission and administered by the South Carolina Office of Child Development. The project was approved in July 1976, and a coordinator was hired immediately. The project called for establishing three family day care homes in each of three elementary school districts during the first year. The coordinator was able to recruit two providers very quickly although delays in securing necessary health and fire inspections prevented the homes from opening at the beginning of the school year in September. In January an additional home was established; another home was added in March.

Participation by parents started slowly because they did not know about the new service or because the location of the family day care home was not convenient to some parents who preferred a child care arrangement nearer to their work site rather than their home community. By the end of the first year the four family day care homes served 30 children. During 1977, the number of homes has been increased to 12 and they now serve approximately 75 children.

Description of the Ongoing Operation

At the request of the parent, a child may attend kindergarten in the morning and be transported to the family day care home for the afternoon. Alternately a prospective child might be at this same family day care home in the morning and attend kindergarten in the afternoon. This makes it possible for the provider to care for 10 children per day but no more than five at any one time, which is the maximum number allowed by the South Carolina day care licensing law.

The school system tries to support the transportation needs of parents as much as possible. The school takes the child from home to kindergarten and from kindergarten to the family day care home. If the bus is passing by the family day care home in the afternoon and the parent requests, the child will be transported to his own home. However, most working parents prefer to pick up the child themselves since the family day care home is open longer (4:00 p.m.) than the end of the school day (2:30 p.m.).

The Family Day Care Home Satellite Project is an effort to increase the number of children in state-funded kindergarten programs.

The coordination of the kindergarten and the day care home is a unique element designed to insure that child development work in the classroom and the family day care home are complementary but diverse enough to keep children from becoming bored. The family day care provider is informed about what is taught in the kindergarten and receives a copy of state kindergarten guidelines but is encouraged to provide experiences which cannot readily be offered in a large teaching situation. Field trips, cooking experiences and activities demanding individual attention are considered particularly suited for the family day care home.

The kindergarten teachers and providers are brought together occasionally, but the principal communication link is the project coordinator. The coordinator finds out about problems of individual children that can be worked on in the family day care home. When a teacher is covering a particular theme, she shares this

information with the provider so that supplementary activities are offered in the home. On the other hand, the coordinator supervises purchase of equipment for the family day care homes and tries to insure that the child will not find the same toys and learning materials in the family day care home as are in the classroom.

The coordination of the kindergarten and the day care home is a unique element.

The family day care home is also used as a focal point for cooperation between health and social service personnel of the school system and other community social agencies. The family day care provider is taught about services available from various agencies and is expected to keep health records about each child. If the provider identifies a potential health or social problem, she works with the project coordinator to make the necessary referral. The school nurse performs basic screening tests and follow-up work is secured from community agencies. The combination of the coordinated teaching throughout the day and the supportive health and social services for families is a strategy which the agency believes will have a significant effect on low income children.

Role of the Staff

The *project coordinator* is the primary staff person, although she receives back-up support from various school system staff. The coordinator plans and organizes training for providers, schedules meetings between providers and kindergarten teachers, and selects materials to be used in the homes. She works with administrative staff to plan transportation and meal schedules. She works with the principals of the seven elementary schools involved who, in turn, play an important role in coordinating activities between school and family day care homes. The coordinator is the contact with social service agencies and provides information to educators in other school systems who want to know about the project. The coordinator is required to have or be working toward a master's degree in Early Childhood Education.

Role of the Family Day Care Provider

Each family day care provider is an employee of the school system and is considered the equivalent of a kindergarten aide. The provider receives the same fringe benefits as other school employees and is paid about $3,700 per school year. If the home is fully enrolled, that is, serving ten children per day, the salary is increased to $4,000 per year. However, few homes are at maximum enrollment.

Program Accomplishments

The Family Day Care Home Satellite Project has increased the participation rate of children in the kindergarten program in the elementary school districts served, from 65 percent in 1975 to 75 percent in 1977. The increase in pupils means an increase in funds available to the school system, and it is done through a project which makes child care available free to parents. The state school system is now interested in ways to increase kindergarten participation. They have authorized some experimental units which extend the kindergarten program to a full day. The Family Day Care Home Satellite Project is cooperating in evaluation efforts to determine which alternative is preferred by parents and what effects the two alternative learning programs have on children.

Program Concerns

Arranging meals has turned out to be one of the most persistent problems. The initial plan was to have lunch and one snack served at school, and another snack served at the family day care home. The plan for snacks works out fine and the family day care provider is reimbursed for this food expense. The lunch plan, however, conflicts with transportation and time schedule arrangements. The morning session ends at 11:00 a.m. and the afternoon session begins at 12:00 noon. If the bus route is short, there is time for the children to eat at school as was planned and then ride to the family day care home. There, the afternoon group is picked up for the return trip and they then have a school lunch before beginning class. For the most part, however, bus routes are too long to allow this. Currently most parents supply their children with a bag lunch which is eaten at the family day care home. Even with the children who eat at school, there has been a problem of providing supervision since the kindergarten teachers feel that they need time away from the children between the two sessions. No sure resolution of the issue is in sight, although the possibility of having the family day care providers furnish hot lunches will probably be attempted in the future.

For working parents, the project has limitations as a source of child care. The family day care homes are open just during the school year and they only serve the kindergarten-age child. Despite these drawbacks, most parents have been pleased to have the amount of assistance that is offered, and few requests have been made to continue the homes during the summer or to serve non-kindergarten age children who may need child care.

Family Support Through Cooperation of Volunteers, Professionals and Family Day Care Providers

Project Playpen
Pinellas County, Florida

Summary

Project Playpen, a program of the Juvenile Welfare Board of Pinellas County, Florida serves 240 infants and toddlers in 70 family day care homes in the St. Petersburg area. It was started by volunteers in response to the need for quality child care in low income areas. As the program grew, it added professional staff, but it still uses volunteers as an integral part of the program operation.

Project Playpen has as one of its major goals the provision of help to multiproblem families, but it has combined the skills of family day care providers, volunteers and professional social workers to meet a wide range of family needs.

History and Development of the Organization

The Juvenile Welfare Board is a public agency responsible for planning, coordination and funding of child welfare services in Pinellas County, Florida. One of its 23 funded agencies is the License Board for Childrens' Centers and Family Day Care Homes which is responsible for licensing all child care facilities except those under the jurisdiction of the school board.

In 1968, there were many family day care providers who were unaware of the licensing requirement or who preferred not to be licensed. Many of these day care homes were located in low income neighborhoods where there was a shortage of day care centers, especially for infants and toddlers. The dilemma of parents in need of child care and the inadequacy of some of these unsupervised family day care arrangements became a matter of public concern when it was learned that one woman was caring for 23 infants and toddlers in a very crowded home setting. Motivated by this discovery, leaders from several church groups and child-serving agencies met together to initiate Project Playpen. This beginning group of concerned citizens was chartered as a private, nonprofit corporation by the state of Florida in February 1969. Goals for the project included: to demonstrate the effectiveness of family day care; to increase the number of licensed family day care homes in low income neighborhoods; to assist families unable to afford quality family day care; to provide intensive social services to families with severe problems; and to involve the community in a personal way in helping meet the needs of low income families.

Project Playpen began in June 1969, using donations from several community groups and a $7,000 grant from the Pinellas County Opportunity Council, a community action agency. The plan called for recruiting family day care providers who were willing to participate in frequent training sessions and to become licensed. Each family day care home was matched with a volunteer who would visit weekly to bring learning materials, to assist providers in completing records, or to work with children who had special needs. The Juvenile Welfare Board made staff available to coordinate the effort and to provide social services.

In 1971, the state of Florida agreed to use Title IV-A (now Social Security Act Title XX) funds to contract with Project Playpen so that additional children could be served, and the number of support staff increased. Matching funds for this effort were provided by the Juvenile Welfare Board.

The number of children served has gradually increased over the years from just five children in 1969, to 150 children in 1971, 200 children by 1974, and 240 children in 1976.

Goals for the project include: to increase the number of licensed family day care homes and to involve the community in a personal way in helping meet the needs of low income families.

Description of the Ongoing Operation

While operated by the Juvenile Welfare Board, Project Playpen has a 13-member Board of Directors who represent various civic and public organizations. The Project Playpen Board prepares an annual budget and oversees expenditures; it has been especially helpful in obtaining community cooperation for the project.

Staff of the Pinellas County License Board for Childrens' Centers and Family Day Care Homes have assisted in recruiting providers for Project Playpen. In the course of licensing all family day care homes in the county, License Board staff frequently identify a provider who is interested in affiliation with Project Playpen. Standards used by Project Playpen are explained to her, and she is referred to Project Playpen if she is interested. At this point the training coordinator visits the home and discusses the goals, objectives, and policies of Project Playpen. The training coordinator also explores in some detail the provider's child-rearing practices, attitudes, and feelings toward working with parents, low income families, etc.

The training for family day care providers is considered one of Project Playpen's most important activities. Almost all contacts between the project staff and family day caregivers are designed to include opportunities to teach or to share insights.

The training coordinator visits each family day care home bi-monthly, and encourages providers to call any time they need to discuss the needs of specific children or child development questions in general. Group training sessions are small, usually five or six providers at a time, but each session is repeated several times so that all providers are involved at least once a month. Other information flows to the providers through volunteers. Volunteers are asked to participate in the training sessions on child development so that they can better understand the work of the providers and share ideas during their home visits.

Volunteers play a number of other important roles: they help providers process papers for the payment of care; they assist with special events, such as birthday parties and field trips; they give special attention to individual children by reading to them or offering speech development experiences; and they assist providers in meeting children's health needs by driving children to clinics for immunizations, screening examinations and treatment.

In addition, volunteers are major promoters of the program through talks at civic and church meetings. Volunteers have also established two central points for the collection and distribution of toys, equipment, supplies and clothing. Here toys are repaired, and clothing is washed, mended and sized, and distributed to families as needed. This work is done by volunteer women and youth groups of local churches. The License Board has established a toy-lending library for the benefit of all family day care homes in Pinellas County, and it is operated by volunteers.

The role of the volunteer has changed since the beginning of the program. Home visits now occur less often and greater emphasis is placed on preparing equipment and teaching materials. This shift has occurred in part because professional staff were added to work with providers, but also because providers have become more self-reliant. They are able to fill out records and forms without the help of volunteers, and they have achieved a basically adequate level of skill in their child development work. The turnover of providers is low; about 15 providers have been with Project Playpen for five years or more, and only five or six providers must be recruited each year to fill vacancies.

Despite changes in the role of the volunteers, there is still an active volunteer program. There are 25 people who volunteer regularly with Project Playpen, all carefully selected and trained by the agency.

Even before the U.S. Department of Agriculture's (USDA) Child Care Food Program became available to family day care, Project Playpen was concerned about nutrition. From the beginning there was a food allowance over and above the fee for services to insure that there were nutritional meals which were suitable for the age of the children. The project has recently become eligible for the USDA Child Care Food Program, and they are phasing providers into the program in groups of 15. Providers have the option of participating or not, and some providers have joined and later dropped out because they found that the record keeping and menu planning responsibilities were too complicated. For the most part, however, the Child Care Food Program is welcome.

The cornerstone of Project Playpen's effort is its social services component. Project planners have focused on the needs of multiproblem families and have seen the whole family as potential clients, not just the child needing day care. Family day care providers, volunteers, and professional staff all contribute to this effort.

The family day care provider is considered a member of the social service team and often coordinates the work of other members. Through her daily contact with parents and her daily observation of the child, she is able to recognize many family needs. Just as the provider may call on a volunteer when she needs equipment or toys for the children in her care or as she may contact the training coordinator to discuss a problem with a special child, so she may talk to the social worker when she identifies a particular problem in a family.

The family day care provider, through her daily contact with parents and her daily observation of the child, is able to recognize many family needs.

The provider is given information about the family, is trained to know community resources, and is encouraged to counsel families with less severe problems. Her success often lies in the frequency and quality of contacts that she has with families and the combination of practical advice and emotional support she is able to offer.

Volunteers are often the source of assistance to families. They help round up furniture and clothes and take parents and older siblings to community agencies for family planning and employment services.

The social work staff, at one point, included four master's degree social workers, but currently includes two master's level social workers and two intake counselors. This staff is available to help families with counseling and with concrete needs, such as housing, employment, and health care.

Because of its comprehensive approach to social services, Project Playpen has been able to help families which were involved in child abuse or neglect, which were in marital conflict or which had one parent who was extremely depressed or psychotic. The program has also helped teen-aged members of families who were adjudicated delinquent or involved in drug abuse. At times, the resources of the agency have been used to help the family day care provider and her family too. Providers often request information about other community agencies and staff have helped providers secure appropriate health and social services. The bond between a specific volunteer and provider is often strong. In one case, a volunteer helped a family day care provider's daughter obtain a graduate school education.

It is important to remember that not all families seeking family day care have such severe problems; rather, that Project Playpen sought to identify a special population of families who were of low income and had multiple problems and also needed day care. If other agencies wish to follow this approach of furnishing intensive social services, they must be prepared to offer the necessary information and supervision to providers and volunteers, as Project Playpen has done.

Role of the Staff

The *program administrator* is directly responsible to the Project Playpen Board of Directors for fiscal

management. She represents the agency to the public and shares program management responsibility with the Juvenile Welfare Board's *executive director.*

The *intake counselors* have the responsibility for placing children in the appropriate family day care home and for assessing family problems which may need follow-up.

The work of the *training coordinator* and *social workers* have already been described.

A *food program monitor* was added when the USDA Child Care Food Program became available. The monitor visits the homes on a regular basis to supervise record keeping and to assist family day care providers in complying with USDA meal requirements.

An *accounting clerk* and *secretary* are responsible for processing financial and program records. Much of this work involves establishing and updating the eligibility of families for Title XX funds.

Role of the Family Day Care Provider

The family day care providers' work with families and children has been described already. The payment rate to providers affiliated with Project Playpen is $23.50 per week per child. As mentioned earlier, providers are currently being phased into the Child Care Food Program. All providers are required to have a driver's license and a car and to drive children to and from their homes. This has turned out to be the only feasible way to transport such young children. The providers receive transportation payments of 40 cents per child per trip. Project Playpen carries an accident and liability policy which covers the children while they are en route and at the family day care homes.

Providers are granted 10 holidays per year and, as self-employed persons, may take vacations as desired. However, they are not paid for vacation days. Providers may take non-Project Playpen children—this is not encouraged, but is not prohibited.

Program Accomplishments

Project Playpen is one of the first family day care agencies in a Southern state. In the course of serving one community, Project Playpen has become a source of information and encouragement to many other groups. Written materials and staff time have been shared with groups throughout the country, and most other family day care agencies in Southern states have, at one time or another, turned to Project Playpen for advice. For example, the Work Incentive Program (WIN) unit of the state of Georgia, in cooperation with the Regional Institute for Social Welfare Research, Inc. (RISWR) selected Project Playpen to develop a series of videotape training films on family day care. These films have been made available as part of the film library of RISWR.

Together with staff from the Licensing Board for Childrens' Centers and Family Day Care Homes, Project Playpen has significantly improved the quality of family day care in Pinellas County. Compared to most other communities in the country, the licensing standards for family day care in Pinellas County are relatively high. Even so, during the 1977 calendar year more than 1,000 family day care operators held licenses; this represents a very high percentage of the family day care that exists in the county. In 1976, providers formed the Pinellas County Caregivers Association, the first such group in the state and one of the few family day care provider associations in the South. Family day care providers in Pinellas County, whether independent or affiliated with Project Playpen, have earned respect and attention from other community agencies and the public.

Program Concerns

As Project Playpen has grown in size and secured public funding, it has seen both positive and negative consequences. The decision to become a Title XX program was thought about carefully because it would influence so much of the future development of the agency. Having a Title XX contract has meant that less time needs to be spent on fund raising, that the agency has a relatively secure future, and that many more children can be served. On the other hand, growth has meant a greater reliance on paid staff and a lesser demand for volunteers to show the remarkable level of leadership which earlier typified the project. Also, having public funds has strained the agency's effort to offer quality care because the amount of Project Playpen's contract has not increased in the last three years, despite the impact of inflation. Staff time required to determine and recertify eligibility has increased to the point that it detracts from time available for family counseling and other social service work. The challenge for the future of Project Playpen is to maintain a balance between issues of serving the many infants and toddlers who continue to need family day care and assuring a quality of care that has made their pioneering work so important.

Women Helping Other Women

YWCA Family Day Home System
Corpus Christi, Texas

Summary

The YWCA Family Day Home System of Corpus Christi, Texas began in 1977, and includes 7 family day homes serving 40 children. Being a part of a YWCA has produced some special benefits to family day care. Providers and parents have been made aware of and participated in parenting classes, recreation programs and group counseling sessions, and children have participated in pre-school swimming classes. It has made the YWCA more aware of the needs of single parents and has convinced the organization that family day care can be a financially and personally rewarding career.

History and Development of the Organization

The YWCA of Corpus Christi has been in operation since 1945, and offers a range of services for women including a group home, individual and group counseling programs, classes in a number of crafts and personal development skills and recreation programs, such as swimming and gymnastics. The YWCA Board also serves as a voice for women's concerns in the community. The Board maintains a standing committee related to child care. This committee has been successful in establishing a nursery in the YWCA building for children of parents attending classes. The committee also participated in a number of community efforts to secure public support for day care and, in cooperation with the Corpus Christi Independent School District, initiated and staffed a screening program to identify children in day care centers who had learning disabilities or handicaps. These children were then referred to preschool special education classes throughout the school district. The committee had hoped to establish a day care center in the YWCA building, but the building was not large enough to accommodate an additional program.

In 1975, The Department of Public Welfare surveyed child care arrangements in the Corpus Christi area and found a number of gaps which limited the effectiveness of its Work Incentive Program (WIN), Vocational Rehabilitation and Social Security Act Title XX programs. For example, of the 754 children of WIN participants who needed day care arrangements, they were able to place 50 in day care centers, 177 in care by relatives and 317 in family day care. However, there were another 110 children for whom no plan was available and, therefore, the mother was not able to begin her WIN training. Among the existing child care arrangements, there were also problems. Most centers had waiting lists, so were not available to serve additional children. Only one center served school-age children, few centers served infants or toddlers, and no centers were open on evenings or weekends. With family day care homes, there was concern that child development experiences were not being provided adequately. It was felt that a closer form of supervision would be needed to help family day care homes meet the child development expectations of the Federal Interagency Day Care Requirements (FIDCR).

To answer these needs, the Department of Public Welfare felt that the establishment of a family day care agency in Corpus Christi would be helpful. Such an agency would expand the supply of day care providers, offer more flexible hours, serve various aged children and furnish the necessary training and support to providers. The Department asked the United Way Agency for help in identifying a community group that might be interested in developing a family day care component, and the YWCA was suggested because of its established interest in day care.

When first approached, the YWCA Board recognized that it needed to know more about family day care. They invited an experienced day care director to join the Board and head the planning effort, and they arranged for the executive director and a Board member to visit a family day care agency operated by a community action agency in a nearby county. The site visit was a first-time look at family day care and a family day care agency for both participants. They received two strong impressions from this visit: the family day care providers they saw were offering high quality developmental experiences for children, and the providers were involved in a personally and financially satisfying career.

The agency also began an active parent involvement effort—a Parent Advisory Committee, monthly parent meetings and a newsletter for parents each month.

The YWCA Board was soon convinced that family day care was the opportunity they had been looking for. The Department of Public Welfare established a contract with the YWCA beginning March 1, 1977, and the new Board member was hired to direct the project.

In its first year, funding was provided by a seed grant from the Texas Department of Community Affairs which contributed 30 percent of the cost to be matched with 70 percent Social Security Act Title XX funds available from the Texas Department of Human Resources. When the second year begins, the seed money will not be available. However, the Department of

Human Resources has agreed to increase its share to 85 percent and the United Way of the Coastal Bend has voted to contribute the remaining 15 percent. Also in the second year, the number of family day care homes will increase to nine.

The initial contract called for recruiting 12 providers and serving 25 children. The number of providers soon proved unrealistic because all potential family day care providers desired more than two children in their homes, both for financial reasons and for the sake of the educational program. The agency opened seven homes during the year and revised the number of children from 25 to 40 to meet the larger need for services.

Description of the Ongoing Operation

The YWCA Family Day Home System recruited providers through newspaper advertisements, public service announcements on television and notices in social service agency bulletins. They focused on applicants in neighborhoods where the children to be served lived. This was especially necessary because the agency did not have funds to pay transportation costs, and public transportation in Corpus Christi is not well developed. The YWCA identified a large number of potential family day care providers but found that they had to exercise care in making a final selection. Most applicants had little formal education, and none had any previous training in child development. Thus, information gained from the personal interview and references became very important in determining which applicants were suitable. Family day care providers who were selected received a two-day orientation session and participated in monthly training sessions. They also gained additional information through periodic home visits by the staff.

The agency also began an active parent involvement effort. A Parent Advisory Committee for the project includes four parents and four members of the YWCA Board of Directors, and the project holds monthly parent meetings and issues a newsletter for parents each month.

Role of the Staff

The *program coordinator* has overall responsibility for the YWCA Family Day Home System. This includes development of the budget and the contract application, supervision of the family day care home certification process, development of record keeping procedures, provision of training to providers, purchase of materials and supervision of other staff. The *executive director* of the YWCA participates with the program coordinator in major management decisions, and has been especially helpful in securing publicity for the family day care effort.

The *assistant program coordinator* is a former family day care provider who worked for a family day care agency in another part of the state. Her work involves support to parents and providers and includes processing applications for child care, making weekly in-home visits to family day care providers, working with a nutrition consultant to provide information on food service to providers and parents, and arranging any necessary health referrals for children.

A *secretary/bookkeeper* is available to process correspondence and documents and to maintain financial accounting.

Role of the Family Day Care Provider

A provider affiliated with the YWCA Family Day Home System accepts only children referred by the agency. Depending on her own preferences she may be available to serve children up to 12 hours per day and six days per week. A provider receives a service payment of $5 per child per day. The agency has applied for the U.S. Department of Agriculture's (USDA) Child Care Food Program, but at this time the provider incurs food costs herself.

The YWCA Family Day Home System has a special concern that family day care become a rewarding career, and so they are observing closely the potential and actual incomes providers receive.

The agency furnishes a number of materials for each provider. Along with the usual child development toys, they include outdoor equipment, such as sandboxes, walking boards, swings, tricycles and wagons. The cost of medical liability insurance is also paid by the agency, and it covers the child while traveling to and from the homes as well as at the home.

The provider has five holidays. Under certain circumstances, she is guaranteed payment when the child is absent. The policy states that when a child attends a minimum of three days out of a five-day week, or four days out of a six-day week, the provider will be paid for the entire week. In addition, the provider may be paid up to five days per year if the child is absent due to illness, the parents' vacation or other reasonable cause. This approach insures a predictable income to the provider and places the responsibility on the agency to resolve problems with parents who do not send their children regularly.

The YWCA Family Day Home System has a special concern that family day care become a rewarding career, and so they are observing closely the potential and actual incomes providers receive. Theoretically a provider under maximum conditions (i.e., serving six children six days a week) could receive up to $690 a month in fee payments. The current average is actually $446 per month. This is considered a good figure, but the agency will continue to seek ways to upgrade the economic rewards, such as providing paid vacations and paying on an enrollment basis.

Program Accomplishments

The YWCA Family Day Home System cooperated with the Texas Department of Community Affairs in doing an evaluation of the program in October 1977. The range of issues covered and the type of respondents involved are worth noting.

Each *family* completed an opinion survey which assessed their child's satisfaction with the provider, the parents' relationship with the provider and agency staff, problems that the parent had in securing other child care arrangements, and the impact of the program on their economic and personal life.

Each *provider* supplied information on the effect of the program on the children, the degree the program increased parents' interest in their own child, ways in which the system could be made more helpful to

parents, and ways in which the program could meet other child care needs in the community.

A survey form filled out by the *administrative staff* asked a number of questions similar to those asked of the parents and providers so that comparisons could be drawn; also included were questions on how effectively the program had involved local government officials, other professionals, and the public.

A fourth opinion survey form was filled out by eight *community people* who had some previous contact with the agency. Important questions that this group commented on were whether having a family day care system helped identify other needs of young children in the community, whether the agency was an aid in employment problems, and whether the system has been effective in acquainting government officials and the media with the needs of children in the community.

The YWCA is pleased with the results of this evaluation process. In general, the responses were favorable. Where problems were identified, it led to immediate changes, and it helped focus plans for future development.

Most families served by the YWCA Family Day Home System are headed by single parent mothers. Contact with this group and with the family day care operators is beginning to have an important influence on other activities of the YWCA. A school-age day care program was offered for the first time in the summer of 1977, and plans have been made for a similar effort during holiday periods of the school year. Some of the parents have joined a class in parenting skills and have referred friends to sign up for the course which is sponsored by the "Y". Other parents have consulted with the Women's Resource Office recently established at the "Y" for helping women, or have been referred to other appropriate agencies.

Children in the family day care program have been allowed to attend a preschool swimming class without a charge. They are brought to the YWCA pool during the day by the family day care providers. So far 16 children have participated. For many parents and providers it has been an exposure to new services, and for the YWCA, it has become an opportunity to identify additional concerns of women and broaden the organization's role in meeting a variety of family needs.

Program Concerns

A number of questions identified by the YWCA System were further confirmed by its recent evaluation. The need for providers who will work unusual hours (weekends, evenings or second- and third-shift hours) was a primary reason for establishing the agency and a number of such providers have been located. However, the agency has also found several potentially good applicants who are willing to work only during traditional hours. They have chosen to accept such applicants when otherwise qualified, but they are on a constant lookout for the type of provider who can fit child care into her family's life style at unusual hours.

A second need is to provide family day care to low and middle income families who are not eligible for Title XX support. Traditionally, YWCA programs serve persons of all income levels and become a common meeting ground for community people from all economic and ethnic backgrounds. Once the YWCA Family Day Home System was established and its service advantages and high quality were evident, it began receiving requests for child care from constituents who are not eligible under its Title XX contract. There are also problems when a parent already in the program gains enough income to exceed Title XX eligibility guidelines because the service must then be discontinued. This is disruptive for a child and is discouraging for a parent who is just beginning to become self-sufficient. The agency recognizes an obligation and an opportunity to serve families of all income levels and is exploring ways to do this in the near future.

A Training Resource and a Search for Quality

The Donner-Belmont Child Care Program
Nashville, Tennessee

Summary

The Donner-Belmont Child Care Program, established in 1970, consists of a day care center serving 30 children, ages three through five; a school-age program serving 25 children; and a group of five "satellite" family day care homes serving 20 infants and toddlers.

It is funded and administered by the Tennessee Department for Human Services and serves as a training center for day care providers throughout the state. The family day care component is designed to give state government a firsthand experience in administering this form of care and has demonstrated how training, social services, and community resources can be extended to family day care homes. The existence of the program in the Nashville area contributed to the development of several community-wide efforts on behalf of family day care including an association of providers and a support committee representing professionals from many agencies.

History and Development of the Organization

The Donner-Belmont Program was established by the Tennessee Department for Human Services as part of the Southeastern Day Care Project, a cooperative effort among eight states to improve state capacity to provide publicly-funded day care and to develop policy related to day care. The Department chose to establish a day care center which could be a demonstration and training facility for social service personnel, licensing staff, day care centers, and the general public throughout the state. Even though the project was to be a demonstration of quality care and good child development techniques, planners chose to operate under the kinds of conditions which most centers face. The budget was modest, a low income neighborhood was served, space was secured in a church building and the church—Belmont United Methodist—took an active interest in the day care problems in the surrounding community.

Another objective was to meet the day care needs of the entire family through a single agency. To do this the center was designed to serve children ages three through five all day, and children six through 12 before and after school and all day during the summer. At the time, licensing laws in several states prohibited centers from serving children younger than age two. (There was a belief that group care was not appropriate for such young children.) The Tennessee law did not prohibit serving the younger child in a center, but planners of the project felt that family day care might be a better arrangement for infants and toddlers. They were also concerned that the quality of family day care in the state was uneven; some of it was excellent and some of it, poor. They wanted to experiment with linking family day care to a day care center to learn how each form of care could offer support to the other. Accordingly they chose to recruit and train five family day care providers to serve children six weeks through three years of age.

The center opened to preschool and school-age children in September 1970. The first family day care home accepted children in November 1970, and the fifth home was in operation by March. When the special funding provided by the Southeastern Day Care Project ended in 1973, the Donner-Belmont Program continued as a state demonstration and training site, using state funds as a match for Title XX.

Description of the Ongoing Operation

Family day care homes in the Donner-Belmont Program are generally open from 7:00 a.m. to 6:00 p.m., but hours vary to meet parents' needs. The children served, as well as the homes, are selected from within a one-and-a-half mile radius of the center. This makes the center staff available to the provider in an emergency and makes it possible for parents to leave one child at the center and another in a family day care setting.

Because of the closeness of the center to the families served and because of budget limitations, Donner-Belmont does not provide transportation; however, it has been learned that even such a short distance can be a problem for a parent who must use public transportation. In special instances, Donner-Belmont is able to provide funds to the parents to pay someone for transportation. This solution is not always satisfactory because drivers are hard to find and the question of scheduling and child safety must be carefully worked out.

Most of the providers are in the age range of 35 to 55 and have had children of their own. Such persons can be especially useful with very young single parents who often rely on the family day care provider for advice regarding child rearing or other family decisions.

Family day care was originally presented to providers as a source of second income, however, some became disillusioned because of the long hours and low financial returns. Serving infants and toddlers creates some special problems in keeping the homes full. The homes must meet Federal Interagency Day Care Requirements (FIDCR) which prohibit them from caring for more than two children under the age of two, or three children under the age of three. This is further complicated if the

provider has preschool children of her own, as they must be counted in that number. Because of the age restriction, it often takes time to match the ages of the children needing service to the available spaces, and with caregivers paid for days of service provided, incomes are both low and uncertain. Recognizing that a considerable investment of staff time and training resources went into the establishment of each home, the department decided to protect that investment by obtaining a waiver of state policy, making it possible to pay each provider a base payment of $25 per week in addition to the payment for each child. This has been a valuable incentive in recruiting and retaining caregivers, and there has been relatively little turnover since then.

The benefits of a link between a center and a family day care home are often intangible but are important.

Before a prospective provider begins serving children, she is offered the opportunity to visit the home of another provider and to observe how daily routines are handled. She also visits the day care center to see what children in her home will experience when they reach the age of three and move to the center.

In planning in-service training, it is recognized that some providers have been caring for children for years and have great confidence in themselves. Therefore, in addition to bringing in specialists and using center staff, some sessions are led by the family day care providers to give them an opportunity to share their knowledge and experience. These monthly training sessions are held at the center during which time each provider has the option of having a substitute who is paid by the program come to her home, or bringing the children to the center where they are cared for by volunteers or the school-age day care staff.

Most center staff have been involved at one time or another in sharing information with the providers. The food service manager has often contributed sessions on nutrition or food preparation. The preschool and school-age staff talk about their program and their observations of children who were previously in family day care homes and are now in the center. At one point, there was difficulty in getting providers to fill out case records on the children. A teacher led a discussion which pointed out that the same record-keeping responsibilities were expected of teachers in the centers as were required of the providers, and showed how information in the family day care records would help when a center teacher worked with the child.

The benefits of a link between a center and a family day care home are often intangible but are important. Providers emphasize to parents that they receive training regularly or that their child care work is actually part of a larger program and a community-wide effort. Thus, along with imparting specific information or support services, the center adds to the providers' sense of professionalism and self-worth.

Donner-Belmont has been able to do more in parent involvement than the vast majority of day care programs. The center holds several meetings each year—open to all parents. One session provides orientation; other sessions are devoted to social experiences, educational topics, or discussion of political concerns in which the parents are interested. At one large group meeting each year 12 parents and eight community people are elected to serve as an Advisory Board to Donner-Belmont. This board includes parents from the family day care, preschool and after-school programs. Another phase of parents' involvement includes meetings for parents with special interests or concerns. Several three- to five-week sessions have been set up for parents who wanted to learn a specific skill or discuss a particular topic. Most of these sessions have been taught by volunteers or led by parents. One "rap group" with parents served as an effective source of informal program evaluation. There is also an annual Playground Work Day in which all parents "pitch in" to repair or install new equipment. Donner-Belmont has found that most working parents are unable to make long-term commitments to do volunteer work but are more than happy to volunteer for specific projects.

A special activity for parents of children in the family day care program is an annual parent-provider banquet. The meal is provided by the center and the event serves both social and educational purposes. At times guest speakers or staff have presented information regarding some aspect of child care which is of mutual interest to parents and family day care providers. Generally, parents and providers have combined to conduct a program for the banquet. In one case, the topic was *music* and parents and providers each shared songs that they taught to the children.

Despite a strong commitment to parental involvement, Donner-Belmont feels that parents with children in family day care participate in fewer activities and are less involved than other parents. They continue to experiment with ways to change this situation. One central question is whether to strengthen the skills of the provider in working with parents, thus leaving this role almost entirely to her, or to continue a strategy which includes family day care parents in a center-wide effort. Donner-Belmont sees merit in each strategy and for the time being will try to combine the best of both approaches.

Role of the Staff

The *center director* supervises all phases of the daily work. In addition, she is primarily responsible for parent involvement in center activities and participates in many training activities. The center director devotes considerable time promoting day care concerns in the community and in the state. She has been particularly effective in assisting church groups develop day care centers and has recently begun encouraging such groups to become involved in family day care.

The *social worker* has broad social service responsibilities related to all families and specifically coordinates the family day care component. The social worker takes applications, determines eligibility for service and fills vacancies in the center and the family day care homes. Through an agreement with the Department for Human Services, the Donner-Belmont social worker is the only state worker assigned to these families. Thus, she is responsible to offer counseling and help families secure all types of assistance (job training and placement, housing, health care, etc.). With the family day care home component, the social worker introduces parents and providers and is available to encourage communication between the two. The social worker visits providers about twice a month to observe and supply information.

She assists in the design of all training sessions for the family day care homes.

The *supervisor of training and volunteers* is a position necessitated by Donner-Belmont's special training responsibilities. Her time is divided between training Donner-Belmont's own staff, coordinating training opportunities for other groups, and promoting volunteer efforts on behalf of the Donner-Belmont Program. Because Donner-Belmont's staff serve as a statewide training resource and because the program is willing to change in response to parent or staff suggestions, the supervisor tries to provide a training session for one or another group of staff each week.

In the area of statewide training, the supervisor arranges opportunities for as many as 2,000 people each year. These range from one-hour workshops put on in the center or elsewhere in the state for the benefit of day care licensing workers, social service staff, day care center staff or the general public to professional training placements for graduate students lasting from three months to one year. With volunteers, the supervisor has organized an ongoing effort involving women from the Belmont United Methodist Church and the Red Cross Chapter.

Volunteers are a mainstay in teaching parent courses. They care for children while training is being conducted and are the vehicle for many special learning opportunities.

Like other program components, the family day care homes benefit from the student and volunteer effort. In one case, a student helped repair and construct outdoor play equipment at a family day care home. In other instances students and volunteers have provided medical and dental examinations for children in the family day care homes.

Role of the Family Day Care Provider

The family day care provider is on contract. She is paid $15 per week per child, an additional amount for meals based on the U.S. Department of Agriculture's (USDA) Child Care Food Program guidelines, and the $25 per week base payment mentioned previously. She is paid for time off on national holidays and a one-week period at Christmas. A provider may not take employment during hours she is not caring for children and she cannot take private, fee-paying children while she is in the program.

The family day care provider is encouraged to welcome parents in her home at any time during the hours it is open. She shares information about the child's day through use of a checklist, has a monthly menu posted and is asked to keep parents informed about upcoming parent meetings and other program activities. When parents and a provider have a disagreement (e.g., whether a child is too sick to be cared for, picking up the child late, etc.), she is asked to try to work out the problem on her own. However, the social worker often serves a useful role in mediating such problems so that the provider can maintain a good relationship with the parents.

Program Accomplishments

The presence of a state-sponsored family day care demonstration has had a favorable influence on family day care statewide. Tennessee uses public funds to purchase family day care extensively, more so than most other states in the South. Since 1976, Tennessee's licensing regulations have been designed to include two levels of licensing; one that meets minimum standards, and one that identifies family day care homes which voluntarily meet a higher level of quality. While several states have a higher standard for family day care purchased with state funds, (usually based on FIDCR), Tennessee seems to be the only state using an "enrichment standard" available on a voluntary basis to any licensed family day care home.

In the Nashville area, staff of the Donner-Belmont Program have been active in several efforts to lend assistance to all family day care homes. In 1976, a voluntary effort called the Family Day Care Home Support Committee was formed. It consists of representatives of the State Office for Child Development, state licensing and children's service agencies, the Council of Community Services, a local college, the City Health Department, church groups, the Association for the Education of Young Children, and members of the Donner-Belmont staff. The united effort of the Support Committee led to the establishment of a family day care association. The Support Committee now offers technical assistance to the association on request and has recently decided to expand and offer support to family day care statewide.

The presence of a state-sponsored family day care demonstration has had a favorable influence on family day care statewide.

A college-based training program for family day care was also initiated because of contact with the Donner-Belmont Program. In 1976, a graduate student at George Peabody College with an interest in family day care was assigned to a student placement at Donner-Belmont. In the course of her work she organized several successful workshops open to any licensed provider in Nashville, and was able to serve as staff assistant to the Support Committee. This led to a joint effort between Peabody College and the State Department for Human Services to design a family day care training project using funds from Public Law 94-401, the Act which increases funding for Title XX day care programs. Project Outreach for Providers (PROP) was developed to offer materials and training sessions to family day care homes in the Nashville area. The first phase of this project is complete, and funds are now being sought to continue PROP on a permanent basis.

Program Concerns

Part of the role of the Donner-Belmont Program is to continue to ask questions about family day care. The state of Tennessee, the child care profession and families are all served by this ongoing effort to be both advocate and critic. During several years of study, the program has seen an increase in quality in family day care homes which is attributable to increased attention through licensing, training opportunities and public funding. Yet, important questions continue to be raised by the staff.

The level of parent involvement in family day care settings has already been mentioned. Outdoor play is another issue. Some providers tend to avoid taking children outside because of the difficulty of supervising

so many young children, even in a fenced area. Others are reluctant to go outside because of beliefs that such young children will probably catch cold. Proposed licensing standards for family day care in Tennessee will soon require that children be taken outside at some point each day. However, Donner-Belmont feels that a change in requirements alone will not change the attitudes which create this problem.

The nutrition experience of children in family day care has been a longtime concern of Donner-Belmont. An original focus recognized that it was difficult for providers to offer a balanced meal program when the cost of food was paid by the provider herself. Donner-Belmont was active, therefore, in advocating inclusion of family day care under the USDA Child Care Food Program and was one of the first agencies in the region to apply for the program when the law was changed. Now they see other problems. Some of the USDA guidelines on meal requirements may not be as appropriate for infants and toddlers as they are for older preschoolers. Beyond that, there are questions of how well family day care providers have accepted expectations to post and follow menus, introduce a variety of foods and adapt meal plans to the age and needs of various children.

Donner-Belmont has recently initiated actions which will look into these important questions. In September 1977, a nutrition intern was assigned to Donner-Belmont to study nutrition practices in the center and family day care homes. After observing the situation, she was helpful in a number of ways. With increasing information available about nutrition and dietary practice, parents have become more vocal in the requests for various food practices. The intern served as consultant to the center director and food service manager to help recognize which parental requests were food fads and which concerns deserved legitimate attention. Several changes in menu planning resulted from this effort.

For family day care, the intern observed that despite considerable previous training, some providers do not follow commonly recommended nutrition practices. Donner-Belmont recognized that there were a number of reasons why this variance occurred. They worked with the nutrition intern in developing some alternative approaches to nutrition training which might correct the problem. At the same time, Donner-Belmont felt that their experience may indicate a more general problem in the family day care field. To look at the subject more closely, Donner-Belmont is now cooperating with the United States Department of Agriculture and Project Outreach for Providers to design a research and demonstration project related to nutrition training of family day care homes. If funded, the project will serve a large group of providers in Nashville in addition to those in the Donner-Belmont Program.

List of Agencies and Contact Persons

Blue Ridge Child Development, Inc.
Post Office Drawer 1140
Blue Ridge, Georgia 30513
404/632-3147

Contact Person: Mr. James K. Clark
Director

Licking Valley Child Care Organization
Post Office Box 239
Morehead, Kentucky 40351
606/784-5132

Contact Person: Ms. Geraldine Hall
Director

United Day Care Services
Day Care Division
1200 Arlington Street
Greensboro, North Carolina 27406
919/273-9451

Contact Person: Ms. Francis Britton
Director, Day Care Division

Coastal Plains Family Day Care Project
Department of Human Resources
District Office
Post Office Box 188
Savannah, Georgia 31402
912/944-2041

Contact Person: Ms. Ginger Duncan
Work Training Representative

Family Day Care Home Satellite Project
School District of Pickens County
Route 3, Box 375
Easley, South Carolina 29640
803/859-1405

Contact Person: Ms. Jane Mahaffey
Project Coordinator

Project Playpen, Inc.
4140-49th Street, North
St. Petersburg, Florida 33709
813/521-1853

Contact Person: Ms. Ruth Glennie
Project Administrator

YWCA Family Day Home System
401 North Carancahua
Corpus Christi, Texas 78401
512/882-4351

Contact Persons: Ms. Jean Keas
Executive Director

Ms. Clara McCord
Program Coordinator

Donner-Belmont Child Care Program
Donner-Belmont Child Care Center
2007 Acklen Avenue
Nashville, Tennessee 37212
615/269-5681

Contact Person: Ms. Mozelle Core
Director